

VZCZCXRO7626

OO RUEHBW RUEHGA RUEHHA RUEHIK RUEHPOD RUEHPW RUEHQU RUEHVC RUEHYG
DE RUEHOT #0626/01 1281559
ZNR UUUUU ZZH
O 071559Z MAY 08
FM AMEMBASSY OTTAWA
TO RUEHC/SECSTATE WASHDC IMMEDIATE 7799
INFO RUCNDT/USMISSION USUN NEW YORK IMMEDIATE 0403
RUEAIIA/CIA WASHDC IMMEDIATE
RUEHNO/USMISSION USNATO IMMEDIATE 0894
RUEKJCS/OSD WASHDC IMMEDIATE
RHEHNSC/WHITE HOUSE NSC WASHINGTON DC IMMEDIATE
RUEKJCS/JOINT STAFF WASHDC IMMEDIATE
RUCNAFG/AFGHANISTAN COLLECTIVE PRIORITY
RUCNCAN/ALL CANADIAN POSTS COLLECTIVE PRIORITY
RUEHZG/NATO EU COLLECTIVE PRIORITY

UNCLAS SECTION 01 OF 07 OTTAWA 000626

SENSITIVE
SIPDIS

E.O. 12958: N/A

TAGS: [PREL](#) [MOPS](#) [MARR](#) [NATO](#) [AF](#) [CA](#)

SUBJECT: REGIONAL COMMAND - SOUTH MEETING, APRIL 28, OTTAWA

REF: A. RC-S PLAN - VERSION FROM 4/17/08

[1](#)B. BRITISH DRAFT PAPER - INTEGRATING CN AND COIN

[1](#)C. DFID/WORLD BANK PAPER OF 12/17/07 - ECONOMIC
INCENTIVES AND DEVELOPMENT TO REDUCE
OPIUM PRODUCTION

[1](#)D. U.S.-UK MYTHS AND FACTS PRESS RELEASE OF MARCH 11

[1](#)E. 2008

[1](#)1. (U) Summary: On April 28 in Ottawa, Canada's Department of Foreign Affairs and International Trade (DFAIT) hosted a DAS-level officials' meeting for countries contributing to NATO-ISAF Regional Command - South (RC-S). NATO and United Nations Peace Keeping Operations (UNPKO) representatives also attended. SCA DAS Patrick Moon headed the United States delegation (lists in para 19). The agenda included breakout sessions on the RC-S Plan, counternarcotics, national Afghan issues (reconciliation and elections planning), communications, the rule of law, and border security.

[1](#)2. (U) RC-S Allies provided detailed input on the draft RC-S Plan document, and the United States will prepare a new draft for final approval at the Ministerial level by Canada, US, UK, the Netherlands, Australia, and Denmark. The goal remains to produce a counterinsurgency-oriented plan that addresses issues specific to RC-S and that is consistent with broader NATO efforts.

[1](#)3. (U) INL will lead a "virtual community" on Rule of Law and Canada will lead a similar group on the police. The Netherlands offered to host the next RC-South meeting; dates are still to be determined. End Summary.

Plenary: Reflection on Bucharest

[1](#)4. (SBU) Department of Foreign Affairs and International Trade (DFAIT) meeting organizer and Director General for Afghanistan Kerry Buck called on delegates to build on the success of previous RC-S officials' meetings and the NATO Leaders Summit in Bucharest. She said that Prime Minister Harper was happy with the outcomes of Bucharest, the Canadian public had responded well, and Canada's critical Summit objectives were met -- helicopters, unmanned aerial vehicles, and a combat capable partner in Kandahar. The NATO Vision Statement and Comprehensive Strategic Political-Military Plan (CSPMP) for Afghanistan offered a useful strategic way forward, she observed. The job of RC-S officials in Ottawa, Buck said, was to build upon this direction in practical ways with particular focus on the RC-S Plan, justice, rule of law, and reconciliation.

¶5. (SBU) RC-S Plan: SCA DAS Patrick Moon briefed about the ongoing discussion with RC-S allies and partners about the draft RC-S Plan, and U.S. thinking on the matter (ref A). DAS Moon argued that, to be worthwhile, the Plan should:

- be based on successes in RC-E, applying those to RC-S;
- include counterinsurgency (COIN) in substance and word;
- be an action plan; and,
- not be a formal NATO paper, but remain consistent with NATO strategies and plans.

¶6. (SBU) Shifting from their previous opposition to any explicit COIN reference, the Dutch and others agreed to include both the term and the concept. They also sought a reference to "comprehensive approach," as another concept that brings together civilian and military elements. Allies Qthat brings together civilian and military elements. Allies called for a particular focus on the civilian aspects of counterinsurgency, and suggested that problems specific to RC-S -- poor governance, lack of reconciliation, and the need to strengthen UNAMA and NGOs -- ought to figure prominently in the Plan. Canada questioned why RC-S Allies and partners should draft a non-NATO paper of this type, noting that RC-S commanders report up the NATO chain of command and that conflicting guidance would be counterproductive.

¶7. (SBU) Acknowledging the Dutch and Canadian concerns, DAS Moon and reiterated the need to ensure that, if the parties decided to complete it, the Plan should be consistent with the NATO Vision Statement, CSPMP, and ISAF and RC-S

OTTAWA 00000626 002 OF 007

Operations Plan (OPLAN). As such, the Plan could serve as a "common national agreement" guiding military and civilian efforts. Australia reminded the group that RC-S defense ministers had tasked the Plan, and stated that Australia would be willing to support a more high-level document that included specific references to COIN. Picking up from the Australians, the UK said the Plan should be consistent with the RC-S OPLAN, focus on COIN and counternarcotics (CN), and be viewed as both national guidance and a tool for monitoring progress within RC-S.

¶8. (U) DAS Moon relayed the intent to provide a revised draft reflecting previously received input on April 23 and the meeting discussions within 10-14 days.

Counternarcotics Working Group

¶9. (SBU) Counternarcotics: The UK chair opened by referring to the UK draft paper entitled "Integrating CN and COIN" and emphasized the "intertwined" nature of the two in Afghanistan (ref B). The insurgency provided a favorable environment for the opposition militant forces (OMF) to persist, she said, by fueling insurgents, crime, corruption, and disillusionment with the government. INL/AP Director Thomas Williams stressed the need to integrate CN into COIN at all levels by all military and civilian players. He pointed to the need for ISAF to support the efforts of the Poppy Eradication Force, and highlighted U.S. concerns about offering amnesty to members of drug trafficking organizations. The Dutch agreed that amnesty was problematic, but noted that The Hague worried that the Good Performers Fund risked creating "perverse incentives." The Australians, meanwhile, expressed agreement with the U.S. call to back Afghan CN efforts, and urged RC-S partners to empower personnel down-range to make calls regarding the right mix of incentives and deterrents.

¶10. (SBU) The second part of the CN session focused on a DFID-World Bank paper entitled "Economic Incentives and Development Initiatives to Reduce Opium Production" (ref C). INL's Williams took issue with elements of the report, noting that it was too limited in scope and perpetuated unhelpful

myths about why most Afghan farmers grew poppy. Furthermore, the report offered no useful prescriptions for pursuing development in insecure areas, particularly the South, where 75 percent of Afghanistan's poppy is grown. After discussing the work, participants highlighted the fact that the RC-S OPLAN CN Annex established the COIN-CN nexus articulated in the report. To be successful, they agreed, the execution of CN strategy would require a differentiated approach based on the security environment, force protection, political buy-in, proper sequencing, and the participation of broad-based CN advisory task forces.

National Afghan Issues - RC-S Perspectives Working Group

¶11. (SBU) Elections: The NATO representative observed that the Afghan Independent Electoral Commission (AIEC) had called for international support. It had done so despite the fact that Afghan authorities had not yet begun to consider the logistical and security requirements of the 2009 and 2010 elections. RC-S members agreed that their governments should discreetly press Afghan authorities to energize their registration and election planning processes. The Dutch chair expressed concern about the possible need for more ISAF troops to ensure security during the elections; "where would they come from?" he asked.

¶12. (SBU) Reconciliation: Participants focused on the Program Takhim-E-Sol (PTS). Most participants agreed that PTS was "good on paper" but not performing well, and yielded only "small fish" so far. All nonetheless conceded that PTS should be supported and strengthened as the main vehicle for reconciliation, and that reconciliation must be an Afghan-led process. DAS Moon noted that PTS would benefit from better management, and that President Karzai could help to reinvigorate it. Participants also discussed the Independent Directorate for Local Governance (IDLG) Afghanistan Social Outreach Program (ASOP). It was noted that ASOP is related to (but not a substitute for) reconciliation in that ASOP politically empowers and provides economic support to local communities, in exchange for an agreement for responsible

OTTAWA 00000626 003 OF 007

action (much as reconciliation provides protections to individuals who lay down their arms and acknowledge the government's authority). The Working Group agreed that, despite its potential faults, the ASOP also merits continued support. DAS Moon observed that providing transitional justice would be an even tougher problem, and it will take some time for the Afghans to figure out how to address it. We should not pressure them, he said, and the UN delegate agreed.

Communications Working Group

¶13. (SBU) Communications: The UK chair began with his assessment that strategic communications ought to strike a balance between home and Afghan audiences, and that the Interim Government Media Center in Kabul should open by June 2008. The British asked, and those present agreed, whether they should invite an Afghan embassy official to the regular meetings of the informal RC-S Communications Working Group in London. The UK distributed draft talking points on reconciliation, and proposed drafting a counternarcotics communications plan based on the U.S.-UK myths and facts press release (ref D). The Danes conveyed the importance of getting messages to partners when major news events of civilian casualties are imminent, in order to help mitigate negative domestic reactions. The U.S. representative shared a draft communication plan for the run-up to the Paris conference in June, which should be discussed at the next regular meeting of the Communications Working Group in London. Finally, the NATO International Staff and the Danish representatives described the recent, somewhat premature,

launch of the "NATO TV" site. While up and running, NATO TV still has to work out issues of editorial control.

Rule of Law Working Group

¶14. (SBU) Rule of Law: Members of the Working Group agreed that the Focused District Development (FDD) program was off to a good start, and acknowledged the need to coordinate governance and reconstruction efforts with FDD's police training component. All agreed that the EUPOL mission has gotten off to a weak start, but the group was generally supportive of trying to turn EUPOL into a success. The Dutch delegate expressed concern about a projected reduction in the number of authorized Afghan National Police (ANP) in Uruzgan.

(Note: This draw-down is part of a revised "tashkil," approved by the Ministry of Interior to rebalance the ANP, based on population and threat, and to eliminate the ANAP.) All delegates agreed that the Law and Order Trust Fund (LOTFA) deserved continued support. Several delegates noted concern about security for prosecutors and judges. There was general recognition that justice efforts must be Afghan-led. At the closing plenary, INL/AP's Williams agreed to lead an email discussion "virtual community" on Rule of Law and Canadian Director General Buck agreed to lead a similar group on the police.

Border Security Working Group

¶15. (SBU) Border Security: As chair for the group, DAS Moon opened with an explanation of U.S. efforts and concerns regarding the Pakistan and Iranian borders. The Canadians briefed their Dubai Border Workshop for Afghanistan and Qbriefed their Dubai Border Workshop for Afghanistan and Pakistan security, defense, and foreign affairs officials, and asked that donors consider funding elements of the action plan that the two countries are set to sign in June. There was consensus that refugees were not yet a significant issue in RC-S because the closure of the long-established camps on the Pakistan side of the border in Baluchistan had not yet been scheduled.

¶16. (SBU) The discussion that ensued focused almost entirely on Afghanistan's eastern border and led to general agreement that the border presented huge challenges that must be addressed in both Afghanistan and Pakistan, and that border police capacity and border security are critically important.

The one, sustained discordant note came from the British delegate, who insisted that resources would be better spent on domestic police training than on beefing up Afghanistan's border police. The current political situation in Pakistan

OTTAWA 00000626 004 OF 007

further complicated engagement on the border and on advancing the cross-border Peace Jirga process with Islamabad. That said, allies agreed upon the need to continue to press border issues, OMF sanctuaries, and our desire to engage Pakistani officials along the border and in Islamabad at all levels.

Comment

¶17. (SBU) The RC-S group continues to meet informally at various levels from working level to ministers, and serves as a caucus-like body of Allies and partners dealing with a similar set of challenges in the Regional Command - South area of operations. The Dutch, who will provide the next RC-S commander, offered to host the next RC-S meeting, dates TBD. The United States will continue to steer these RC-S forums toward addressing operational issues while keeping the Allies and partners in sync with the broader NATO efforts.

End comment.

¶18. (U) DAS Moon has cleared this cable.

19. (U) ATTENDEE LIST

AUSTRALIA

Mr. Paul Robilliard (HoD)
Assistant Secretary
Afghanistan and Iraq Branch
Department of Foreign Affairs & Trade

Mr. Andrew Chandler
Assistant Secretary
Central Asia Middle East and Africa Branch
Department of Defence

Ms. Sheridan Kearnan
Director
Afghanistan Section
Department of Defence

Mr. Alan March
Senior Adviser
Humanitarian and Reconstruction
Australian Agency for International Development

Mr. Dave Vosen
Director
Iraq Middle East Afghanistan and Pakistan Section,
Australian Agency for International Aid

Brigadier General Andrew Smith
Director-General Plans,
Joint Operations Command
Department of Defence

Lieutenant Colonel Byron Cocksedge
Staff Officer Grade 1
Military Strategic Commitments
Department of Defence

Lieutenant Colonel Lyndon Anderson
Defence Adviser
Australian High Commission, Ottawa

Mr. Ben Burdon
Counsellor
Australian Embassy, Washington

CANADA

Ms Kerry Buck (HoD)
Director General
Afghanistan Task Force
Foreign Affairs and International Trade Canada

BGen Peter Atkinson
Director General - Operations
Strategic Joint Staff
Department of National Defence

Mr. Don Sinclair
Director General

OTTAWA 00000626 005 OF 007

International Security Bureau
Foreign Affairs and International Trade Canada

Mr. Richard Arbeiter
Director, Policy and Advocacy Division
Afghanistan Task Force
Foreign Affairs and International Trade Canada

Mr. Michael Elliott
Senior Policy Analyst
Afghanistan Task Force
Privy Council Office

Mr. Geoffrey Dean
Director Strategic Communications
Afghanistan Task Force
Foreign Affairs and International Trade Canada

Mr. Kevin Rex
Director Peace and Security Policy
Afghanistan Task Force
Canadian International Development Agency

Ms. Mieke Bos
Deputy Director
Afghanistan Task Force
Department of National Defence

Ms. Marina Laker
Director Peace Support Operations
Stabilization and Reconstruction Task Force
Foreign Affairs and International Trade Canada

Ms. Rebecca Netley
First Secretary, Political
Embassy of Canada, Washington

Mr. Christopher Gibbins
Deputy Director, Policy and Advocacy Division
Afghanistan Task Force
Foreign Affairs and International Trade Canada

DENMARK

Amb. Carsten Nilas Pederson (HOD)
Under Secretary for Bilateral Co-operation
Ministry of Foreign Affairs

Mr. Peter Alexa
Head of Department
Ministry of Defence

ESTONIA

Mr. Margus Kolga (HoD)
Director General
Political Department.
Ministry of Foreign Affairs

Mr. Christian-Marc Liflnder
Director of the Policy Planning Department
Ministry of Defence

Mr. Taimar Peterkop
Counsellor
Embassy of Estonia, Washington

Mr. Rasmus Lumi
Charg d'Affaires
Embassy of Estonia, Ottawa

NATO

Mr. Gordon Brett (HoD)
Acting Head, Operations Section
Operations Division
NATO HQ

Mrs. Delphine Mauss
Officer, Crisis Management Policy Section
Operations Division
NATO HQ

OTTAWA 00000626 006 OF 007

Mr. Erik Povel
Afghanistan Media Operations Center (MOC)
Public Diplomacy Division
NATO HQ

NETHERLANDS

H.E. Mr. Karel de Beer
Ambassador to Canada

Mr. Robert de Groot (HoD)
Director Security Policy Department
Ministry of Foreign Affairs

Mr. Koen Davidse
Director Peacebuilding and Fragility Unit
Ministry of Foreign Affairs

Mr. Hidde Baars
Policy officer
South Asia Division
Ministry of Foreign Affairs

Mr. Matthijs Veenendaal
Senior policy Advisor
Department for General Policy Affairs
Ministry of Defence

Ms. Cynthia de Ligt
Policy officer
Security Policy Department
Ministry of Foreign Affairs

ROMANIA

Mr. Daniel Ene (HoD)
Counsellor and Deputy Head of Mission,
Embassy of Romania, Ottawa

UNITED KINGDOM

Mr. Matthew Lodge (HoD)
Head of Afghanistan Group
Foreign and Commonwealth Office

Mrs. Rachel Brass
Team Leader (Strategic Communications)
Afghanistan Group
Foreign and Commonwealth Office

Mr. Peter O'Rourke
Team Leader (Pol/Mil)
Afghanistan Group
Foreign and Commonwealth Office

Ms. Katharine Hammond
Team Leader (Rule of Law)
Afghan Drugs Interdepartmental Unit
UK High Commission

BGen. Gordon Messenger
Director Joint Commitments
Ministry of Defence

Col. Gerhard Wheeler
DTIO
Ministry of Defence

Ms. Emily Travis
Team Leader
Afghanistan Team
Department for International Development

Ms. Jessica Irvine,
Head of ADIDU
Afghan Drugs Interdepartmental Unit

UNITED NATIONS

Ms. Radha Day (HoD)
UNAMA desk
OO - AMED

Department of Peace Keeping Operations

OTTAWA 00000626 007 OF 007

United Nations Headquarters, New York

UNITED STATES OF AMERICA

Mr. Patrick Moon (HoD)
Afghanistan Coordinator
Deputy Assistant Secretary
Bureau of South and Central Asian Affairs
Department of State

Mr. Robert Newberry
Principal Director
Europe and NATO Policy
Office of the Secretary of Defense

Mr. Thomas Williams
Office Director
Bureau of Narcotics and Law Enforcement, Office for
Afghanistan and Pakistan Programs
Department of State

Ms. Kathleen McInnis
Director
NATO ISAF Operations
Europe and NATO Policy
Office of the Secretary of Defense

Mr. Ian Rainey
Afghanistan Country Director
Asian and Pacific Security Affairs
Office of the Secretary of Defense

Captain James Hirst
NATO Division Chief
Joint Staff, J5
Department of Defense

Mr. Peter Shea
NATO-Afghanistan
Action Officer
Bureau of European and Eurasian Affairs, Regional Security
and Arms Transfers
Department of State

Ms. Nisha Singh
Foreign Affairs Officer
Bureau of South and Central Asian Affairs, Office for
Afghanistan
Department of State

Mr. Brett Mattei
First Secretary for Political Affairs
United States Embassy, Ottawa

Visit Canada, s Economy and Environment Forum at
<http://www.intelink.gov/communities/state/canada>

BREESE